

Message Text

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E.O. 11652: GDS

TAGS: MPOL, NATO

SUBJECT:LONG-TERM DEFENSE PROGRAM

REF: USNATO 7082, DTG 220852Z JUL 77

1. WE APPRECIATE MISSION ANALYSIS OF NEXT STEPS IN
DEVELOPMENT OF NATO LONG-TERM DEFENSE PROGRAM.

2. AT RISK OF OVERSIMPLIFICATION, WE SEE THE TWO MAJOR
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TASKS NOW AS THOSE OF (A) FLESHING OUT THE NINE EWG PROGRAMS
AND (B) FACILITATING LATER NATIONAL AGREEMENT, AT
MINISTERIAL LEVEL, TO THE NINE PROGRAMS.

3. THE ESSENTIALLY NEW FEATURE DIFFERENTIATING THE LONG-
TERM DEFENSE PROGRAM FROM PREVIOUS MAJOR NATO INITIATIVES
IS THAT IT IS TO BE AN AGREED DOCUMENT REFLECTING NATIONAL

INTENTIONS, BOTH FOR NATIONAL PROGRAMS AND FOR SUPPORT OF NATO COMMON PROGRAMS. WHEN ADOPTED BY MINISTERS IT WILL BE AN ACTION DOCUMENT, NOT A CHALLENGE DOCUMENT (SINCE 1967 NATO FORCE GOALS HAVE CARRIED A "CHALLENGE" ELEMENT ABOVE AND BEYOND NATIONAL PLANS).

4. CLEARLY, THE SUBSTANCE OF THE NINE PROGRAMS WILL BE THE MAJOR FACTOR IN THEIR ACCEPTABILITY TO NATIONS. WE ARE

MAKING A MAJOR EFFORT HERE ON SUBSTANCE, AND WOULD EXPECT OTHER NATIONS TO DO THE SAME.

5. HOWEVER, THE DEGREE TO WHICH TASK FORCES CONSULT NATIONS IN THE DEVELOPMENT OF TASK FORCE RECOMMENDATIONS WILL ALSO BE A KEY FACTOR IN ACCEPTABILITY, PARTICULARLY BECAUSE OF THE COMPRESSED TIME FRAME FOR DEVELOPMENT AND ACCEPTANCE OF THE PROGRAM. WHILE WE WOULD NORMALLY EXPECT THE DEVELOPMENT OF SUBSTANCE TO PRECEDE CONSIDERATION OF ACCEPTABILITY, IN THIS CASE WE HOPE FOR EARLY AND CONTINUED CONSULTATION BETWEEN TASK FORCES AND NATIONS.

6. WITHOUT ADEQUATE PRIOR CONSULTATION BETWEEN TASK FORCES AND NATIONS, THE EWG IN MARCH 1978 WOULD FACE THE VERY DIFFICULT TASK OF ACCOMMODATING TASK FORCE RECOMMENDATIONS TO NATIONAL PROGRAM DECISIONS, LEAVING CONFIDENTIAL

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LITTLE OR NO TIME FOR CONSIDERATION OF BALANCE AMONG PROGRAMS OR EVEN OF INITIAL ADEQUACY OF PROGRAMS. CONSEQUENTLY, WE ASCRIBE CONSIDERABLE IMPORTANCE TO THE INTERFACE OF TASK FORCES AND NATIONS FOR INFORMATION (E.G., INFORMATION ON CURRENT AND PROJECTED PROGRAMS AND ACTIVITIES AND THEIR COST), ASSISTANCE, AND CONSULTATION.

7. WE THINK THE SEPTEMBER ORAL REPORTS BY TASK FORCE DIRECTORS SHOULD COVER INTERALIA ARRANGEMENTS FOR WORKING WITH COUNTRIES AS DESCRIBED ABOVE, AS WELL AS INFORMATION ON LIAISON OR INTERFACE AMONG TASK FORCES.

8. SIMILARLY, WE BELIEVE THAT THE EWG SHOULD INCLUDE IN THE DECEMBER INTERIM REPORT FOR MINISTERS ANY INFORMATION FROM TASK FORCES ON THEIR PLANS FOR FINAL CONSULTATION WITH NATIONS, PRIOR TO SUBMISSION OF TASK FORCE REPORTS ON 1 MARCH. DECEMBER STATUS REPORT SHOULD, OF COURSE, INCLUDE ANY POINTS ON WHICH MINISTERIAL VIEWS ARE DESIRED. ON QUESTION OF WHETHER TO FORWARD INPUT STATUS REPORTS FROM TASK FORCE DIRECTORS WITH OVERALL EWG REPORT OUR INFORMAL VIEW IS THAT THEY COULD BE USEFULLY APPENDED AS BACKGROUND.

9. WHILE ACCEPTABILITY TO NATIONS OF SUBSTANCE OF TASK FORCE RECOMMENDATIONS WILL ALSO RELATE TO FINANCIAL SUPPORT LEVELS, WE STILL FIND IT UNWISE AT THIS TIME TO SET ANY SINGLE RULE, OTHER THAN REALISM, FOR DETERMINING THE FINANCIAL BASIS FOR PROGRAM RECOMMENDATIONS. OBVIOUSLY, IF PROGRAM RECOMMENDATIONS ARE IN ORDER OF PRIORITY, OR IF ALTERNATIVE PROGRAMS AT DIFFERENT FUNDING LEVELS COULD BE DEVELOPED, THE PROBLEM WOULD BE SIMPLIFIED.

10. WITH REGARD TO THE FORM OF THE FINAL REPORT TO THE EWG, IT IS OUR PRELIMINARY VIEW THAT WHILE EACH TASK FORCE DIRECTOR MUST HAVE LEEWAY TO ARRANGE HIS REPORT

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AS APPROPRIATE TO THE SUBJECT MATTER, THE EWG SHOULD REQUIRE THAT EACH TASK FORCE: (A) CLEARLY SPECIFY THE OBJECTIVES OF THE

PROGRAM, (B) SHOW (TO THE EXTENT POSSIBLE) THE FUNDING IMPLICATIONS, TIMEFRAME FOR IMPLEMENTATION, AND PRIORITY OF EACH PROGRAM ELEMENT, AND (C) INDICATE SEPARATELY BY COUNTRY AND NATO AGENCY CONCERNED THE ACTIONS TO BE TAKEN BY THAT COUNTRY OR AGENCY.

11. FINALLY,

A. WE SEE IT VERY IMPORTANT THAT AN AGREED NATO LONG-TERM DEFENSE ACTION PROGRAM RESULT FROM THE CURRENT EFFORT FOR APPROVAL BY MINISTERS AND ENDORSEMENT AT THE SUMMIT;

B. WE ARE PREPARED TO ASSIST IN THE DEVELOPMENT OF THE PROGRAM AS DESIRED AND HOPE FOR A SIMILAR APPROACH BY OUR ALLIES;

C. TO HELP INSURE WE DO NOT END UP WITH JUST A "PAPER EXERCISE" WE BELIEVE IT IS MOST IMPORTANT THAT WE CONTINUE TO EMPHASIZE AFFORDABILITY AND TRADEOFFS. WE WOULD SEE A REAL ADVANTAGE IN ADAPTING CURRENTLY DIVERSE NATIONAL PROGRAMMING TO A MORE COHESIVE AND COHERENT NATO COALITION PROGRAM EVEN AT THE LEVEL OF AVAILABLE RESOURCES;

D. WE THINK IT ESSENTIAL TO MEET THE MARCH (EWG), APRIL (DPC), AND MINISTERIAL/SUMMIT DEADLINES EVEN AT THE EXPENSE OF MORE DETAILED ANALYSIS AND PLANNING, ON THE BASIS THAT THE FIRST ITERATION WILL BE REVISED BOTH AS A RESULT OF FURTHER STUDY AND AS A RESULT OF FOLLOW-ON

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NATIONAL DECISIONS.

12. WE RECOGNIZE WE HAVE LEFT UNTOUCHED THE PROBLEM
OF PRIORITIES AND TRADEOFFS AMONG PROGRAMS AND OF
MECHANISMS AND IMPLEMENTATION PROCEDURES. OUR THINKING
ON THESE REMAINS INCHOATE.

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